



CITY OF NEW BEDFORD
JONATHAN F. MITCHELL, MAYOR

October 27, 2020

1. Applicant Identification
City of New Bedford, Massachusetts
133 William Street, Room 304
New Bedford, MA 02740
2. Funding Requested
 - a. Grant Type – Multipurpose
 - b. \$800,000
3. Location
 - a. City – New Bedford
 - b. County – Bristol
 - c. State – Massachusetts
4. Contacts
 - a. Project Director – Michele Paul
508-979-1487
Michele.paul@newbedford-ma.gov
133 William Street, Room 304
New Bedford, MA 02740
 - b. Chief Executive/Highest Ranking Elected Official – Mayor Jon F. Mitchell
508-979-1410
Jon.Mitchell@newbedford-ma.gov
133 William Street, Room 310
New Bedford, MA 02740
5. Population – 95,315

6. Other Factors Checklist

Other Factors	Page
Community population is 10,000 or less.	1 – 1.a.i
The applicant is, or will assist, a federally recognized Indian tribe or United States territory	NA
The priority brownfield site(s) is impacted by mine-scarred land	NA
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	1 – 1.a.i
The priority site(s) is in a federally designated flood plain.	1 – 1.a.i
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or will incorporate energy efficiency measures.	3 – 1.b.ii
At least 20% of the overall budget will be spent on eligible site reuse or area-wide planning activities for priority brownfield site(s) within the target area.	NA

7. Letter from the State or Tribal Authority – Attached

If you require clarification or additional information regarding this response, please do not hesitate to call me at 508-979-1487.

Sincerely,



Michele Paul, LSP

Director, Resilience and Environmental Stewardship, City of New Bedford



Commonwealth of Massachusetts
Executive Office of Energy & Environmental Affairs

Department of Environmental Protection

One Winter Street Boston, MA 02108 • 617-292-5500

Charles D. Baker
Governor

Karyn E. Polito
Lieutenant Governor

Kathleen A. Theoharides
Secretary

Martin Suuberg
Commissioner

September 22, 2020

U.S. EPA New England
Brownfields Project Officer
Attn: Frank Gardner
5 Post Office Square, Suite 100
Boston, MA 02109-3912

Subject: **STATE LETTER OF ACKNOWLEDGMENT**
City of New Bedford, Application for EPA Multipurpose Grant Funds

Dear Mr. Gardner:

MassDEP is pleased to support the proposal submitted by the City of New Bedford (City) under the Fiscal Year 2021 U.S. Environmental Protection Agency (EPA) Brownfield Multipurpose Grant Program. The City will use the funding from the Multipurpose Grant to focus on redevelopment of the Morse Cutting Tool site and neighborhood, which will include four Opportunity Zone Census Tracts. Morse Cutting Tool has documented releases of oil and/or hazardous materials from various releases that are being tracked with the Massachusetts Department of Environmental Protection (MassDEP).

In Massachusetts, state and federal agencies have developed strong partnerships and work together to ensure that parties undertaking Brownfield projects have access to available incentives. MassDEP, through our regional officers, provides technical support to Brownfield project proponents when regulatory issues arise. If this proposal is selected, MassDEP will work with our state and federal partners to help the City make this project a success.

I hope that this information is helpful, and please feel free to contact Angela Gallagher at (508) 946-2790 if you have any questions or concerns.

Sincerely,

Paul Locke, Assistant Commissioner
Bureau of Waste Site Cleanup

cc: Michele Paul, Director of Environmental Stewardship, City of New Bedford
John Handrahan, Brownfields Coordinator, BWSC-SERO

This information is available in alternate format. Contact Michelle Waters-Ekanem, Director of Diversity/Civil Rights at 617-292-5751.

TTY# MassRelay Service 1-800-439-2370

MassDEP Website: www.mass.gov/dep

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1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a. Target Area and Brownfields

1.a.i. Background and Description of Target Area

New Bedford, once a national center of wealth and economic prosperity during the rise of the historic whaling, textile, and fishing industries, has become stigmatized by hazardous waste sites and economic stagnation following the outward migration of traditional manufacturing before the turn of the century. In 1983, EPA listed the Acushnet River/New Bedford Harbor on the NPL after decades of industrial PCB releases contaminated the waterway and settled into the sediment. In 1984, Sullivan's Ledge, an industrial landfill, became the second PCB Superfund Site in the city. New Bedford's history of electrical component manufacturing, metal work, and textile dyeing has left a legacy of human and environmental health threats which continues to impede economic development. The harbor remains *contaminated with PCBs*, forcing the closure of fisheries and *preventing access* to a *5-mile length* of this natural and cultural asset. With an 11-mile north-south orientation along the Acushnet River and less than 2 miles in width from east to west, residents of the urban core literally face daily reminders of their lost resource. The City is working to maximize the utility of the working waterfront which will spur economic development and bring needed jobs back to the adjoining neighborhoods.

New Bedford's population is 95,315¹. The *Target Area* is defined as four contiguous *Environmental Justice (EJ)* census tracts designated as *Opportunity Zones (OZs)* in a federally-designated flood plain² on the working waterfront as summarized in Table 1. Nearly 8,000 people, many immigrants from Central America, live in the OZs and seek employment on the docks and in fish-processing plants. The river is closed to fishing with cautionary signage posted, but community outreach coordinators funded by the Superfund program continue to report that many in the immigrant community still fish for sustenance without considering long-term health effects to their families, with *children and women of childbearing age the most vulnerable*.

Table 1 - New Bedford Opportunity Zone Profiles³

OZ Tract	Area (acres)	Population	Med. H.H. Income	Unemployment
6512	205	2,068	\$33,875	11%
6513	205	2,227	\$22,500	21%
6518	205	1,745	\$13,337	7%
6519	250	1,942	\$22,593	22%
Massachusetts			\$74,167	6%

The City's focus is revitalization of the Morse Cutting Tool neighborhood, a tight-knit residential Cape Verdean community in tract 6519, and redevelopment of other Brownfields in the Target Area where *vagrancy, vandalism, drug use, and dumping*, have deflated community pride and property values, and cause real crime and safety concerns.

1.a.ii. Description of the Priority Brownfield Site(s)

New Bedford's 3.4-acre *Morse Cutting Tool* site is the priority site for this grant. Morse Tool was a manufacturer of drill bits and screws beginning in 1864. Employing over 1,700 and

¹ 2018 - <https://www.census.gov/quickfacts/newbedfordcitymassachusetts>; please note that section 2.a.i cites a 13.4% city-wide unemployment rate as of September 2020

² Fed I.D. Number 25005C0393G

³ <https://www.mass.gov/service-details/opportunity-zone-map>

operating on three daily shifts at its peak, Morse abruptly closed in 1990, leaving the vacant and grossly-contaminated structure behind, surrounded by densely developed tenement factory housing. Machine cutting oils seeped through the eastern exterior wall and was familiarly called the “weeping wall” by former employees and nearby residents. The City took the site for non-payment of taxes and demolished it over 20 years ago leaving the site fenced off and barren. Although Morse Cutting Tool’s successor completed the minimally-required groundwater cleanup to achieve regulatory site closure, residual contamination due to past use of ***oil and chlorinated solvents*** will require additional assessment and vapor mitigation to redevelop the two city-block site. The site risk assessment focused on over 40 Compounds of Concern which also included polychlorinated biphenyls (***PCBs***), ***PAHs***, and ***metals***. Now that the Responsible Party has fulfilled its minimum requirements, the community is rallying for community-led redevelopment of the site and jobs in this OZ with a median household income of \$22,593. The City agrees that redevelopment of the Morse Tool site is long overdue, and this Multipurpose Grant will provide the means to fill the planning and assessment gaps required for meaningful and sustainable redevelopment.

While the Morse Cutting Tool site is the primary focus of the Grant, requiring ***planning, assessment, and cleanup***, there are several sites within the Target Area that will also benefit from the Grant. The 25-acre Cannon Street Power Station, a former manufactured gas plant (MGP) on New Bedford Harbor in Census Tract 6519, is largely vacant and undergoing divestment. The MGP site’s location within the Designated Port Area (DPA) provides a prime redevelopment opportunity, but remaining petroleum and metals impact will require a combination of funding sources for redevelopment to move forward in this OZ with 22% unemployment.

The City owns over 2 acres of the 3.5-acre Quest District in Census Tract 6513, adjacent to a commuter rail station set to open in 2023 for SouthCoast Commuter Rail (SCR) between New Bedford and Boston. The Quest District designated for mixed-use Transit Oriented Development (TOD) to bolster this OZ with 21% unemployment. The status of underground heating oil tanks is unknown as is overall site history. This Grant would provide resources to answer these questions required to advance redevelopment.

1.b. Revitalization of the Target Area

1.b.i. Overall Plan for Revitalization

The city is preparing to update its Master Plan: *New Bedford 2020* which includes redevelopment of the Morse Cutting Tool site and development of TODs to support and maximize the benefits of SouthCoast Rail. The Southeast Regional Planning and Economic Development District (SRPEDD), the City’s regional planning partner, included Morse Cutting Tool, Quest District TOD, Cannon Street Power Station and other sites within the Target Area in its 2013 *New Bedford Priority Area Report*⁴ in support of SCR. The *North Terminal Redevelopment and Reuse Assessment*, completed in 2017, outlines New Bedford’s 21-acre North Terminal project in the DPA, now in the design and permitting phase. The City recently completed a The City’s 2020 Draft *Waterfront Redevelopment Plan*⁵ which lays the groundwork for additional DPA improvements and the creation of greenspace to improve pedestrian, bicycle, and vehicular connectivity. The City also developed *DPA Resilient Design Guidelines* in 2020,

⁴ <https://srpedd.org/wp-content/uploads/2019/10/New-Bedford-Priority-Area-Report-060113.pdf>

⁵ <https://s3.amazonaws.com/newbedford-ma/wp-content/uploads/20200402140045/20200402-Draft-FAS-Redevelopment-Plan-compressed-copy.pdf>

using the MA Coastal Flood Risk Model⁶. This grant will support the implementation of these plans in the Quest District and the DPA through assessment and cleanup.

In addition to the planning documents above, New Bedford has specific **OZ Goals**⁷ which are:

- Promote adaptive historic asset reuse and encourage new development in the DPA.
- Attract private investment for maritime-specific uses on waterfront brownfield properties.
- Encourage local hiring for all projects taking place in New Bedford OZs.
- Expansion of development efforts in creating market rate housing.

The City will utilize *this grant to develop a Morse Cutting Tool Neighborhood Market Study and Revitalization Plan* that is community-led, implementable, and sustainable. Many families in the Morse Cutting Tool neighborhood are multi-generational and the memories of the acrid and sweet smells of the contamination left behind are fresh. Members of the community have been advocating for site and neighborhood revitalization for decades. New Bedford's 2019 climate adaptation and resilience plan, ***NB Resilient***⁸, resulted in key priority actions including bolstering the resilience of New Bedford's working waterfront, safe routes to school, promoting urban reforestation and pollinator attraction, ensuring sustainable and responsible land use and expanding community gardens. The Morse Tool Neighborhood Market Study and Revitalization Plan completed with this grant will incorporate the priority actions in ***NB Resilient*** to maximize sustainability and plan success.

1.b.ii. Outcomes and Benefits of Overall Plan for Revitalization

The Morse Tool Neighborhood Market Study and Revitalization Plan completed with this grant will lead to outcomes in the Morse Cutting Tool Site that will provide measurable progress toward the **OZ Goals** above and build upon current efforts. Morse Tool covers two blocks and has not been part of the tax base for over 20 years. Neighborhood planning, additional assessment, and vapor mitigation on the 3½ acre site could provide for multi-family market-rate housing, entrepreneurial commercial use, *and* expanded use of Serenity Gardens to increase access to fresh food while adding to healthy public greenspace. Health screening in the Morse Tool neighborhood will provide an area-specific baseline with which to chart progress and document healthy outcomes. The Morse Tool Revitalization Plan will create a more vibrant community which will dovetail well with the economic and job opportunities in progress along the working waterfront.

The North Terminal project, within the Target Area includes 9 city-owned parcels and will create 975 linear feet of bulkhead and add 321,000 square feet of commercial berth space to **support off-shore wind-related construction and maintenance**. The North terminal project is anticipated to provide "898 new and permanent jobs with \$65.1 million in additional wages and local consumption, which will also result in \$11.5 million more in state and local taxes."⁹ The new bulkhead will provide dockage for 30 additional commercial vessels. The 321,000 square feet of new area along the waterfront will provide a significant buffer between New Bedford Harbor and site impacts that may be present from decades of marine industry use. The Cannon

⁶ <https://whg.maps.arcgis.com/apps/View/index.html?appid=a850f0c6a2fa4bb591aea7da293fa2a4>

⁷ <http://www.newbedford-ma.gov/planning/wp-content/uploads/sites/46/opportunity-zones/1.-NEW-BEDFORD-OPPORTUNITY-ZONE-SUMMARY.pdf>

⁸ <http://www.newbedford-ma.gov/environmental-stewardship/wp-content/uploads/sites/39/NB-Resilient-Plan-FINAL-1.pdf>

⁹ <https://www.southcoasttoday.com/news/20181207/grant-money-will-have-transformative-effect-on-port-of-new-bedford>

Street MGP Site abuts the North Terminal project area to the south. Sustainable rehabilitation of these sites will meet the top three OZ Goals by supporting resilient reuse of waterfront Brownfield assets and infrastructure, creating new employment opportunities, increasing the tax base, and providing much-needed sustainable economic development.

1.c. Strategy for Leveraging Resources

1.c.i. Resources Needed for Site Reuse

On October 20, 2020, the U.S. Economic Development Administration awarded \$16 million grant to New Bedford to make OZ port infrastructure improvements needed to protect commercial fishing businesses from floods and severe weather events. The EDA grant is expected to create or retain more than 400 jobs and spur \$4 million in private investment.¹⁰

In December 2018, the New Bedford Port Authority received a \$15.4M federal DOT BUILD grant for the North Terminal project. The Commonwealth of Massachusetts also committed \$24M in state funding to complete navigational dredging as a State Enhanced Remedy in the New Bedford Harbor Superfund Site.

The City of New Bedford, through the Office of Housing and Community Development received a \$2 million Lead Hazard Control Grant to address lead paint hazards identified in residential units, and a \$400,000 Healthy Homes Grant to abate identified mold and indoor air quality hazards in residences. Homes with children are the primary focus of these grants which may also include HEPA air purifier, installation of exterior exhausting bath and/or kitchen fan, carpet removal, dust control, integrated pest management, and installation of fire and carbon monoxide detectors.

New Bedford is a MA-designated Municipal Vulnerability Preparedness (MVP) community and as such, has received \$212,814 in state funding in 2020 to further evaluate Port vulnerabilities both underwater and landside, and prioritize upgrades and new construction to maximize resilience.

EPA capitalized New Bedford's \$800,000 Revolving Loan Fund grant as of October 1, 2020, which will target OZ redevelopment, including attracting private investment on and around the Morse Cutting Tool site. With a \$200,000 EWJT grant, the City is working to launch its first cohort in January 2021, with the goal of training 60 OZ residents and to prepare them for environmental job opportunities in the Target Area. The federal and state funding awarded to New Bedford and the eligibility for additional MVP resources are already generating private interest in redevelopment of waterfront Brownfields in the Target Area OZs. This Multipurpose grant will focus on the Morse Cutting Tool site and surrounding area to ensure that this inland neighborhood is poised to realize the benefits of the waterfront projects underway.

1.c.ii. Use of Existing Infrastructure

The city's rail yard, once the entry point for most of the PCBs that entered the city for the electronics industry, has been remediated by the City and purchased by SouthCoast Rail to serve as the southern commuter rail station. MassDOT has been rehabilitating existing track, bridges, and street crossing infrastructure for the planned start to service in 2022. The Quest District, in addition to its location in New Bedford's OZs, is adjacent to the rail yard and is key to planned Transit-Oriented Development.

The sites described herein have existing or accessible connections to water, wastewater, gas,

¹⁰ <https://www.eda.gov/news/press-releases/2020/10/20/new-bedford-ma.htm#:~:text=WASHINGTON%20%E2%80%93%20Today%2C%20U.S.%20Secretary%20of,businesses%20from%20floods%20and%20severe>

and electric utilities. As sites are redeveloped, the City will encourage the use of green infrastructure to manage stormwater on site and reduce pollutants to stormwater discharge. The North Terminal project will maximize the utility of the nine parcels it covers and take advantage of the existing infrastructure. The City will also expand its shore-side power program to reduce boat idling, and continue to provide street trees to enhance appearance, capture stormwater, and reduce urban heat island effects.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a. Community Need

2.a.i. The Community's Need for Funding

Less than 2,000 people live in the Morse Cutting Tool census tract 6519. Its median household income of \$22,593 is less than 1/3 that of Massachusetts and its 22% unemployment is almost four times the state rate. The chlorinated solvent contaminant plume associated with the Morse Cutting Tool site extends below the 211-unit Bay Village affordable public housing community and the downgradient edge of the plume is only 100 feet from Alfred J. Gomes Public Elementary School.

The COVID-29 pandemic has inflicted tremendous loss and hardship on the City of New Bedford. As of September 2020, the City-wide unemployment rate stood at 13.4%, and had lost nearly 3,000 jobs since February. Revenue collection is down across the board, and the City has been forced to significantly reduce its service profile, eliminating 38 positions, including 19 in public safety, and curtailing operating expenditures throughout the organization. These cuts in revenues and spending have impacted planning activities particularly hard and *will further delay the Morse Tool site revitalization without this grant.*

As a coastal community, New Bedford is *extremely vulnerable to the effects of climate change* and is already adversely affected by sea level rise. As an older industrial city, New Bedford's operating funds limit our ability to stay ahead of infrastructure maintenance and repair made obsolete by sea level rise. At least 10% of the City's water distribution and sewer collection systems are *over 100 years old*. The City is working to eliminate its antiquated combined sewer overflow system and multiple water and sewer infrastructure projects are planned at a value of over \$200M.

This grant is needed to develop a comprehensive community-led Morse Cutting Tool Neighborhood Market Analysis and Revitalization Plan, assess soil for residual impacts from PCS, PAHs, and metals, evaluate soil vapor impacts and mitigation measures, implement cleanup as appropriate, and conduct health screening in the neighborhood and potentially at the Gomes School.

2.a.ii. Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations

The Morse Cutting Tool closure report lists 21 properties, most multi-family tenements and public housing, that are located within the chlorinated solvent plume. Just on the edge of the downgradient edge of the plume, the Gomes School serves 531 K-5th grade children – 66% of whom are English Language Learners, 22% have disabilities, 96% are considered “high needs”, and 80% are economically disadvantaged.¹¹

¹¹<http://profiles.doe.mass.edu/general/general.aspx?topNavId=1&leftNavId=100&orgcode=02010063&orgtypecode=6>

In 2012, Dr. Sharon Sagiv studied¹² umbilical cord blood from 788 Greater New Bedford newborns, showing that boys prenatally ***exposed to higher PCB levels*** scored lower on concentration tests and exhibited higher instances of disorders like ***ADHD***,^{13,14}. With continued exposure, PCBs in blood increase with age and can be passed to nursing infants. ***Unborn children, nursing infants, and people eating locally-caught fish are at greatest risk.*** New Bedford's 2010 teen birth rate of 47.4% was nearly three times the state average¹⁵. The high teen birth rate, lower educational levels of these young mothers, and high poverty puts ***sensitive OZ populations at greater risk.***

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions

The Target Area is within the ***95-100 diesel particulate matter percentile*** and ***90-95 lead paint percentile*** according to EJ Screen mapping. The MA Department of Public Health (MDPH) reported that the incidence rate for childhood lead poisoning in New Bedford from 2014-2018 was 6.2 per 1,000 children – more than twice the state average of 2.6¹⁶.

MDPH also reported that during the 2011-2012 school year, 15.1% of New Bedford K–8 students had asthma, a significantly higher prevalence than for K–8 students statewide (11.9%). A 2013 MDPH Health Indicators Report revealed the New Bedford hospital discharge rate for asthma and bacterial pneumonia was 951 per 100k persons – ***twice the state rate*** of 456. MDPH reported cardiovascular disease deaths in New Bedford at 120% the state rate. EJ screening also indicates that the OZs are within the ***60-70 and 70-80 percentiles for air toxic-related cancer risk***. Lead, other metals, petroleum, and solvents left behind in the neighborhood compound these stressors. This grant will provide for health screening to track improvement resulting from assessment and cleanup, and the work completed through and the Lead Hazard Control Grant.

(3) Disproportionately Impacted Populations

The population in New Bedford is 26% Black and Hispanic, yet this demographic has contracted over 43% of all reported COVID-19 cases. In the four OZ census tracts, Black and Hispanic residents make up 53% of the population. These neighborhoods have been disproportionately impacted by the pandemic due to the inability to quarantine effectively in small living units. Language and economic barriers often reduce the capacity for our environmental justice populations to access or understand the availability of resources and information about these hazards, health care, and adopting more healthy behaviors. Community outreach completed as part of this grant will provide OZ residents with information about these issues in multiple languages and will enhance community resilience.

¹² Sagiv SK, Thurston SW, Bellinger DC, Altshul LM, Korrick SA. Neuropsychological Measures of Attention and Impulse Control among 8-Year-Old Children Exposed Prenatally to Organochlorines. *Environ Health Perspect.* 2012 Feb 22.

¹³ Miller, Condon, et al. "Human Exposure to PCBs in Greater New Bedford, Massachusetts: A Prevalence Study", *Archives of Environmental Contamination and Toxicology*, Vol. 20 pp 410 - 416, 1991.

¹⁴ U.S. CDC, 2009, Fourth National Report on Human Exposure to Environmental Chemicals

¹⁵ MA Department of Public Health, Massachusetts Births 2010, Table 7, p 30, 2013.

¹⁶ <https://www.mass.gov/doc/high-risk-communities-for-childhood-lead-poisoning-calendar-year-2014-2018/download>

2.b. Community Engagement

2.b.i/ii. Project Involvement

Partner Name	Point of Contact	Specific Role in the Project
New Bedford Brownfields Steering Committee	Michele Paul (Program Manager) Michele.paul@newbedford-ma.gov 508-979-1487	The BSC as a group is new but its members have been involved in the planning and redevelopment on Brownfield sites throughout the City. The BSC will ensure that these grant outputs compliment those of the RLF and Environmental Job Workforce Training grant focused on the Target Area.
Old Bedford Village Development Corp.	John “Buddy” Andrade 508-992-2859	Buddy Andrade is on the City’s Brownfields Steering Committee. Buddy has been advocating for EJ in the Morse neighborhood for over 20 years and will conduct planning outreach during the monthly Gomes Neighborhood meetings to maximize collaboration and community input.
Community Economic Development Center	Corinn Williams corinncedc@gmail.com 508.979.4684	CEDC serves the immigrant community and will assist with outreach and translation services as they have done on many past projects. CEDC also provides multilingual education about the health effects of eating fish from the harbor.
GroundWork SouthCoast	Maura Ramsey mramsey@groundworksouthcoast.org 508.974.3535	GWSC works with Target Area youth on beautification, gardening, and education about environmental hazards and alternative behaviors. GWSC will work with the City around outreach and education during this grant.
New Bedford Health Department	Damon Chaplin Damon.Chaplin@newbedford-ma.gov 508.991.6199	NBHD is active in the OZs to provide health screening to residents. As this grant provides updated data about site compounds of concern, we will work with NBHD to select a potential exposure-based screening program .
Massachusetts DEP	Angela Gallagher angela.gallagher@mass.gov 508.946.2790	MassDEP provides guidance and support on Brownfields work and is a key partner at sites within the Target Area. MassDEP has facilitated planning charettes in the Morse Tool neighborhood and takes action on community concerns such as confirmatory indoor air sampling.
New Bedford Economic Development Council	Ramon Silva rsilva@nbedc.org 508.991.0605	Ramon is the fund manager for New Bedford’s EPA Revolving Loan Fund. NBEDC will promote the RLF with developers to realize the community’s vision for the Morse Tool site and development throughout the Target Area.
Studio2Sustain	Kathryn Duff kathryn@studio2sustain.com 508.999.5145	Kathryn is a local architect, a member of the Brownfields Steering Committee, and will continue to work with the Morse Tool neighborhood to support sustainability efforts.

2.b.iii. Incorporating Community Input

Members of the newly formed Brownfields Steering Committee have been long-time advocates for several neighborhoods, including the Morse Tool Neighborhood and other Target Area locations. Several are bilingual and will provide translation of information and concerns

from community members that have not always been heard. Morse Cutting Tool neighborhood meetings have been taking place outside on the Serenity Gardens portion of the site itself since July 2020 due to COVID-19 restrictions. Attendees follow social distance and mask protocols. The City will continue to participate in these meetings to collect ideas during revitalization planning, update status during assessment, and explain resulting cleanup options to achieve the desired reuse. In the wintertime we may need to relocate the meetings to the Cape Verdean Veterans' Hall or to a virtual platform. New Bedford will advertise meetings and status through its active social media accounts, press releases, the Mayor's weekly radio program, partner organizations in 2.b.i/ii, the Gomes School website, and multilingual printed media at Bay Village Public Housing. We have held several successful community meetings and charettes over the past few years for both Brownfields and resilience planning. We will post and address comments received at these meetings and through email and on the Environmental Stewardship web page.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3.a. Description of Tasks/Activities and Outputs

Task 1: Cooperative Agreement Oversight

3.a.i-1 Implementation: Upon project kick-off with the EPA Brownfields Project Officer, the New Bedford Brownfields Steering Committee (BSC) will incorporate the goals of this grant into its work on existing grants including the EWJT and RLF Grants for reporting in ACRES. This task will also include educational activities and best practices: sharing opportunities at Brownfields Conferences and other professional associations. All City staff time on this task will be provided in-kind.

3.a.ii-1 Anticipated Schedule: These activities will begin immediately upon award and will continue throughout the grant duration.

3.a.iii-1 Task Lead: Program Manager

3.a.iv-1 Outputs: The outputs will include quarterly ACRES reports, BSC meeting notes that will describe leveraged progress on all three coincidental EPA grants, accurate budget accounting that follows the Workplan, and best practices/lessons learned from conferences and other educational opportunities.

Task 2: Community Engagement and Planning

3.a.i-2 Implementation: The City will procure an urban planning and market analysis firm to work with the City and the Morse Tool neighborhood to develop a community-led Neighborhood Market Analysis and Revitalization Plan. The City will facilitate public meetings associated with this process and include health screening outreach with City staff at no cost to the grant.

3.a.ii-2 Anticipated Schedule: The City and community have been having planning discussions for several years and have been seeking funding opportunities to move forward. Solicitation for a planning firm will be the first priority upon award and we anticipate completing procurement and holding planning kick-off within 12 weeks of project award. While regular community meetings will be ongoing throughout the grant, we will hold the initial community planning meeting, market data collection, and a meeting to present findings within 9 months of kick-off, and finalize the neighborhood revitalization plan within 12 months of kick-off.

3.a.iii-2 Task Lead: Program Manager and City Planner

3.a.iv-2 Outputs: Engagement at 6 or more neighborhood and 2 planning meetings, market analysis data, and a Morse Cutting Tool Neighborhood Market Analysis and Revitalization Plan to attract development in conjunction with the City's RLF Grant.

Task 3: Phase I & Phase II Assessments

3.a.i-3 Implementation: The City will procure a Qualified Environmental Professional (QEP) to develop a QAPP and conduct a Phase I/II at the Morse Cutting Tool site to assess soil and residual groundwater and/or air impacts. Based on the resulting data, the City will initiate cleanup planning and ABCA with a public meeting. Upon review of exposure pathways and potential, the City's Health Director will develop a Health Monitoring Plan for the neighborhood area that would be most likely exposed and/or vulnerable. The City's QEP will conduct additional Phase I/II assessments upon location selection by the BSC. If funding allows, additional health assessment work may be expanded to these locations as applicable.

3.a.ii-3 Anticipated Schedule: The City will procure a QEP within 12 weeks of grant award. The Morse Tool QAPP will begin within 16 weeks of award and the Phase I & II immediately upon QAPP approval. Additional Phase I/II activities will continue throughout the Target Area during the grant period.

3.a.iii-3 Task Lead: Program Manager, Project Manager, and Health Director

3.a.iv-3 Outputs: 4 QAPPS and Phase I/II reports throughout the Target Area, one or more Health Monitoring Plan(s) in the Morse Tool neighborhood and the Target Area. One or more ABCAs with public meeting(s).

Task 4: Cleanup Activities

3.a.i-4 Implementation: If appropriate, the City will enroll the Morse Tool site into the Massachusetts voluntary cleanup program, followed by QAPP preparation. The City will plan for and complete cleanup on the priority Morse Cutting Tool site. Based upon past environmental data, we anticipate excavation of surficial soil and vapor mitigation as necessary. Capping with buildings and/or pavement may also be employed depending on the ultimate use plan developed in Task 2. The cost of cleanup at the Morse Tool site is determined and as remaining funds are available, we will pursue cleanup on additional sites in the Target Area.

3.a.ii-4 Anticipated Schedule: We anticipate developing a Morse Tool cleanup plan during year two of the grant period, as this will allow for the completion of neighborhood market analysis and planning and site assessment. Additional sites may undergo cleanup concurrently or following the Morse Tool cleanup pending funding.

3.a.iii-4 Task Lead: Program Manager and Project Manager

3.a.iv-4 Outputs: A MassDEP compliant Permanent Solution stating that the Morse Tool site is compliant with MA regulations. The 3.4-acre Morse Tol site ready for redevelopment consistent with the community's desire for reuse, and available to leverage RLF funds to attract private investment.

3.b. Cost Estimates

Task 1: Cooperative Agreement Oversight

Travel - 2 people to 3 BF conferences/all-grantees meetings: airfare/lodging/per diem = $6 \times \$2,000 = \$12,000$; +260 miles at \$0.55/mile) = total \$12,143

Cost-share: Program Manager (PM1) minimum 0.5 hr/wk x 50 wks x 5 yrs x \$43/hr = \$5,375

Task 2: Community Engagement and Planning

Supplies for 8 meetings @ \$50/meeting=\$400

Contractual for Outreach and Neighborhood Revitalization Plan/Market Analysis firm = \$90,000; Legal ad for procurement = \$500; total = \$90,500

Cost-share: PM1 2 hr/wk x 50 wks x \$43/hr=\$4,300; City Planner 2 hr/wk x 50 wks x \$40/hr=\$4,000; total cost share \$8,300.

Task 3: Phase I & Phase II Assessments

Contractual - Health Screening Nurse 8 hrs/wk*50 wks x \$40/hr=\$16,000; Blood lead sample collection/analysis = 200 samples x \$75/sample = \$15,000;

Legal ad for QEP procurement = \$500;

3 QAPPs@ \$3,000 (typ.)=\$9,000; Phase I/II investigations and reports assumes 2 geoprobe days at Morse Tool and 1 geoprobe day each at 2 additional sites = \$90,000; 2 ABCAs at \$10,000 ea. (assume Morse and 1 additional site) = 20,000, Laboratory (soil, groundwater, and air – 20 PCB, 50 metals, 50 PAH, 30 VOCs) = \$17,750; total = \$168,250

Cost-share: PM1 average 1 hr/wk x 50 wks x 2.5 yrs x \$43/hr = \$5,375; Project Manager (PM2) average 2 hr/wk x 50 wks x 2.5 yrs x \$40/hr = \$10,000; Health Department support 1 hr/wk x 50 wks=\$1,750; total cost share \$17,125.

Task 4: Cleanup Activities

More than 50% of the grant funds will be used for cleanup at the Morse Tool site. These costs are likely to include excavation and disposal of soil¹⁷(estimated 2,500 tons at \$125/T=\$312,500) and replacement with clean fill (est. 2,000 cy at \$30/cy= 60,000). The City will procure disposal and fill import and these costs are included in the “Other” category below.

Contractual - 1 QAPP for Morse disposal parameters (\$3,000), laboratory costs for disposal parameters (estimated \$2,130), excavation contractor, QEP for MassDEP cleanup regulatory and closure reporting at Morse Tool and 1 additional site (\$125,000). At Morse Tool, \$25,077 has also been allocated for the design and installation of a small active subsurface ventilation system or a larger passive ventilation network if necessary to support location of a structure in the former source area based on residual soil vapor concentrations; total = \$155,207

Supplies - onsite signage, polyethylene sheeting, etc., estimated at \$1,000.

Cost-share: PM1 average 1 hr/wk x 50 wks x 2 yrs x \$43/hr = \$4,300; PM2 average 2 hr/wk x 50 wks x 2 yrs x \$40/hr = \$8,000; total cost share = \$12,300

Budget Categories		Project Tasks				Total
		Coop Agreement Oversight	Community Engage./Planning	Phase I/II Assessments	Cleanup Activities	
Direct Costs	Personnel	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
	Fringe Ben.	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
	Travel	\$12,143	\$ -0-	\$ -0-	\$ -0-	\$ 12,143
	Equipment	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
	Supplies	\$ -0-	\$ 400	\$ -0-	\$ 1,000	\$ 1,400
	Contractual	\$ -0-	\$ 90,500	\$168,250	\$155,207	\$413,957
	Other (disp./fill)	\$ -0-	\$ -0-	\$ -0-	\$372,500	\$372,500
Total Direct Costs		\$12,143	\$90,900	\$168,250	\$528,707	\$800,000
Indirect Costs		\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Total Federal Funding		\$12,143	\$90,900	\$168,250	\$528,707	\$800,000
Cost Share (≥40k)		\$ 5,375	\$ 8,300	\$ 17,125	\$ 12,300	\$ 43,100
Total Budget		\$17,518	\$99,200	\$185,375	\$541,007	\$843,100

3.c. Measuring Environmental Results

Through quarterly reporting in ACRES, the City will track schedule and progress on the work plan, identification of Target Area Brownfields and the reduction or elimination of associated health hazards. Success will be based on the return of the Morse Tool site to sustainable productive reuse, including *job creation, new tax revenue, expanded community garden space and increased use, and/or additional community services as prescribed in the Morse Tool Neighborhood Market*

¹⁷ Estimated 2,500 tons and based on disposal costs of non-haz \$60-100/T, RCRA-D \$130/T, TSCA \$300/T, D009 Pb Haz \$325/T: used \$125/T

Analysis and Revitalization Plan. Health monitoring will also provide a base-line picture of community health with which the Health Department will develop a strategy to address health challenges and against which the we will **track health improvements**.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a. Programmatic Capability

4.a.i/ii Organizational Structure and Experience and Key Staff

New Bedford's Department of Environmental Stewardship has three staff members **dedicated to Brownfields grant management** and works closely with the City's CFO and other department heads to bring the appropriate expertise to every project. The City's more than 20-year old Brownfields program has been key to redeveloping and redefining our neighborhoods and has been a priority for every administration during that time.

Michele Paul, the City's Director of Resilience and Environmental Stewardship will serve as the Program Manager. A Massachusetts Licensed Site Professional, Michele worked for over 20 years as a Brownfields QEP prior to joining the City over 8 years ago. While with the City, she has successfully managed Assessment, Cleanup, and Area-Wide Planning grants and is currently managing the City's EJWJT and RLF grants. She has been working with the Morse Tool neighborhood and others, often attending neighborhood meetings to provide updates on site status and the EJWJT grant, and listen to concerns and feedback.

Bruce Hebbel, the City's Environmental Project Manager will serve as the Project Manager. Bruce is a Professional Geologist and has over 20 years' experience as a QEP working on Brownfield sites throughout the region and on one of New Bedford's Superfund sites. He continues to coordinate with the EPA Superfund program on ongoing harbor sediment cleanup. Since his joining the City more than 2 years ago, Bruce has overseen site assessment and cleanup including the safe transformation of a former industrial dump into an artificial turf field for a public middle school.

Sandy Douglas, the City's Environmental Grants Specialist, has been working with the City's Brownfields Program for 10 years and will manage administration, reimbursement, and project accounting.

iii. Acquiring Additional Resources

The City is currently working with QEPs from five different companies on its Brownfield grants in accordance with EPA and State procurement requirements. With years in private practice, Michele and Bruce use their experience to select the QEP with the appropriate skill set and specialty for each unique site. Bruce has worked with most local cleanup contractors and develops bidding documents to clearly communicate the required scope and to minimize change orders. The team works with urban planning and architecture firms who relate to the community, communicating clearly and with cultural sensitivity and respect. The City's in-house legal staff regularly develops access agreements and provides legal guidance on many Brownfields projects.

4.b. Past Performance and Accomplishments

New Bedford currently has a City-Wide Assessment (final year), Cleanup (final year), EJWJT (first year), and RLF (first year) grants.

1. Accomplishments – Most of the City's accomplishments are documented in ACRES, though work on some sites began before ACRES' implementation. We continue to add previous data into the ACRES system to showcase these success stories:

Polyply – A former fiberboard manufacturer used PCBs in heat transfer fluid resulting in contamination throughout the building, soils, and a nearby wetland. The City received a \$200k FY17 Cleanup Grant with \$1.4M in leveraged funding from MassDevelopment. The building was demolished, impacted soil removed, and residually impacted soil capped. The City issued a request

for proposals in September 2020 for site redevelopment, responses to which are due October 28, 2020. We have retained \$100k in MassDevelopment funding to assist the selected bidder with QEP assistance to work with the engineer/architect to understand and work through deed restrictions.

Cliftex – To facilitate the redevelopment of a former mill complex by a private developer, the City acquired 2 out-of-service #6 oil tanks on 2 adjacent sites formerly used by the mill. The City Acquired 2 \$200k EPA Cleanup Grants with which the City emptied the tanks to control the source of the release, removed distribution piping and removed petroleum and asbestos-impacted soil, closed the tanks in place, and achieved a Permanent Solution with MassDEP. The two sites are to be incorporated into River Walk, a 2-mile habitat restoration and walking trail along the Acushnet River Superfund site, presently in the design and pre-permitting stage.

Chummack's Garage – A 0.7-acre property in a densely-populated multi-family tenement residential community had been used as an automobile repair facility from about 1914 through the early 2000s. The City took the property for non-payment of taxes and demolished the 12,800 square-foot multi-bay structure. Concurrent with the demolition, the City used an FY2015 City-Wide Assessment Grant to locate and remove 3 petroleum underground storage tanks, 3 hydraulic lifts and several floor drains to facilitate site assessment in 2018. After results of the assessment pointed to localized soil and groundwater impact, the City utilized the grant to design and implement an in-situ chemical oxidation pilot test to evaluate effectiveness in treating the residual plume in July 2020. Initial follow-up results are promising and the City is planning to develop 4 single-family homes on the site in 2021.

2. Compliance with Grant Requirements – ACRES reporting is up to date for the City's active Assessment and Cleanup grants, and quarterly EWJT reporting is also up to date. We are in the first quarter for our RLF grant and anticipate kick-off by the end of October. The City is in the final year of a City-wide assessment grant, and has completed 7 Phase Is, 5 Phase IIs, and 3 ABCAs. With anticipated closure of the Chummacks Garage site above, the city anticipates complete drawdown of grant funds by the September 2021 end date. New Bedford received Brownfield Cleanup grants for the 2 of the sites with ABCAs including the Polyply and Cliftex sites discussed above. The City is in the final year of the Polyply Brownfields Cleanup grant and anticipates complete drawdown of grant funds and site closure by the September end date.



CITY OF NEW BEDFORD
JONATHAN F. MITCHELL, MAYOR

October 27, 2020

1. Applicant Eligibility: New Bedford is a City of the Commonwealth of Massachusetts and is eligible for funding.
2. Community Involvement: Members of the newly formed Brownfields Steering Committee have been advocates for several neighborhoods including Target Area locations. Morse Cutting Tool neighborhood meetings have been taking place outside in public space since July 2020 due to COVID-19 restrictions. Attendees follow social distance and mask protocols. The City will continue to participate in these meetings to collect ideas during revitalization planning, update status during assessment, and explain resulting cleanup options to achieve the desired reuse that reflects the community-led revitalization plan. In the wintertime we may need to relocate the meetings to the Cape Verdean Veterans' Hall or to a virtual platform. New Bedford will advertise meetings and status through its active social media accounts, press releases, the Mayor's weekly radio program, partner organizations in 2.b.i/ii, the Gomes School website, and multilingual printed media at Bay Village Public Housing. We will post and address comments received at these meetings and through email and on the Environmental Stewardship web page.
3. Target Area: The target area is defined as four contiguous Environmental Justice (EJ) census tracts (6512, 6513, 6518, and 6519) designated as Opportunity Zones (OZs) in a federally-designated flood plain. The City's focus is revitalization of the Morse Cutting Tool neighborhood, a tight-knit residential Cape Verdean community, and redevelopment of other Brownfields on the target area that have attracted vagrancy, vandalism, drug use, and dumping, deflating community pride and property values.
4. Affirmation of Site Ownership: This City of New Bedford affirms that it is currently the sole owner of the Morse Cutting Tool site (Map 41 Lot 193 [1.75acres] and Map 41 Lot 207 [1.69 acres]) which is a site that meets the CERCLA § 101(39) definition of a brownfield and is: a) not listed (or proposed for listing) on the National Priorities List; b) not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA; and c) not subject to the jurisdiction, custody, or control of the U.S. government.
5. Use of Grant Funds: This grant application commits to the use of grant funds to conduct assessment and cleanup activities on the Morse Cutting Tool site referenced in #4 above in section 3.a Tasks 2, 3, and 4. (pages 8-10) and in the Budget Table on Page 10.
6. Statutory Cost Share: As described in Sections 3.b on pages 9 and 10 of the Application Narrative, New Bedford will provide a minimum of \$40,000 in in-kind staff time and supplies for eligible activities.

If you require clarification or additional information regarding this response, please do not hesitate to call me at 508-979-1487.

Sincerely,

A handwritten signature in black ink, appearing to read 'M. Paul', with a stylized, flowing script.

Michele Paul, LSP

Director, Resilience and Environmental Stewardship, City of New Bedford

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

10/27/2020

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name:

New Bedford, City of (Inc.)

* b. Employer/Taxpayer Identification Number (EIN/TIN):

* c. Organizational DUNS:

0757191870000

d. Address:

* Street1:

133 William Street

Street2:

* City:

New Bedford

County/Parish:

Bristol

* State:

MA: Massachusetts

Province:

* Country:

USA: UNITED STATES

* Zip / Postal Code:

02740-0000

e. Organizational Unit:

Department Name:

Environmental Stewardship

Division Name:

Environmental Stewardship

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

* First Name:

Michele

Middle Name:

S.W.

* Last Name:

Paul

Suffix:

Jr.

Title:

Director - Resilience and Env. Stewardship

Organizational Affiliation:

* Telephone Number:

508-979-1487

Fax Number:

* Email:

michele.paul@newbedford-ma.gov

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

G: Independent School District

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-20-05

* Title:

FY21 GUIDELINES FOR BROWNFIELD MULTIPURPOSE (MP) GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

Multipurpose Brownfields Grant for Opportunity Zone Census Tracts 6512, 6513, 6518, and 6519

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:**

* a. Applicant MA-9th

* b. Program/Project MA-9th

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

17. Proposed Project:

* a. Start Date: 10/01/2021

* b. End Date: 09/30/2026

18. Estimated Funding (\$):

* a. Federal	800,000.00
* b. Applicant	43,100.00
* c. State	0.00
* d. Local	0.00
* e. Other	0.00
* f. Program Income	0.00
* g. TOTAL	843,100.00

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix: * First Name: Michele

Middle Name: S.W.

* Last Name: Paul

Suffix:

* Title: Director - Resilience and Env. Stewardship

* Telephone Number: 508-979-1487 Fax Number:

* Email: michele.paul@newbedford-ma.gov

* Signature of Authorized Representative: Michele S Paul * Date Signed: 10/27/2020